# CENTRAL BUSINESS DISTRICT





# INDIANAPOLIS CENTRAL BUSINESS DISTRICT

- YOUR CITY
- YOUR PLACE OF BUSINESS
- YOUR MAJOR SHOPPING AREA
- THE FOCUS OF CITY-COUNTY GOVERNMENT
- THE HEART OF YOUR STATE CAPITOL
- AND your concern

# INDEX

SECTION ONE	- DESIGN PLAN FOR THE CENTRAL BUSINESS DISTRICT PROLOGUE	3
	PROPOSALS	
	MAP OF PROPOSED DEVELOPMENT	
	LAND USE	
	MAP OF LAND USE DISTRICTS	7
	THOROUGHFARES	8
	MAP OF PROPOSED THOROUGHFARE SYSTEM	9
SECTION TWO	- PROJECTS IN THE CENTRAL BUSINESS DISTRICT	11
	KEY MAP	13
	1. INDIANA UNIVERSITY MEDICAL CENTER	15
	2. WHITE RIVER PLAN	17
	3. WEST MALL DEVELOPMENT 19-	
	4. CIVIC CENTER	
	5. PARKING FACILITIES	
	6. COMBINED TRANSPORTATION CENTER	
	7. WHOLESALING DISTRICT	29
	8. MONUMENT CIRCLE	
	9. CITY-COUNTY BUILDING, MARKET AREA	
	10. WAR MEMORIAL PLAZA	
	11. NORTHEAST APARTMENTS	
	12. LOCKERBIE FAIR	
SECTION THREE	- CONCLUSION	41
	EPILOGUE	
	CREDITS	

# PROLOGUE

Central Indianapolis is in a period of drastic change. Not since the early part of this century have so many of its areas undergone such a rapid transformation. An inescapable question therefore faces our community -- will the result of this redevelopment program be a mere collection of individual components, or can these collective decisions preceding the actual development be combined and guided so as to create a more beautiful and functional city?

The purpose of this report is to outline ideas and objectives which can become the guide in the renewal and improvement of our central city. A guide for the thousands of decisions that are made each year regarding the placing and design of private and public buildings. Without such a guide these decisions will be made with little or no concern for the cumulative effect.

The ideas, plans, and sketches included in this report are the collective thinking of many varied groups. The Architect Committee of the Indianapolis Section of the Indiana Society of Architects, under the Chairmanship of Edward Pierre, contributed hundreds of hours of technical and design knowledge to the Central Business District Design Plan and merits special thanks for its contribution. We wish also to thank the Civic Progress Association for their generous financial contribution which has enabled us to bring these ideas to you in their graphic form.

The Metropolitan Planning Department has and will continue to act as the catalyst for these many varied ideas expressed individually or by private and public groups. The Department's staff has assimilated these ideas and after careful research and planning presents them for your consideration.

# PROPOSALS

This Design Plan has been guided by the following ten essential principals to sound planning as they pertain to the Central Business District of Indianapolis.

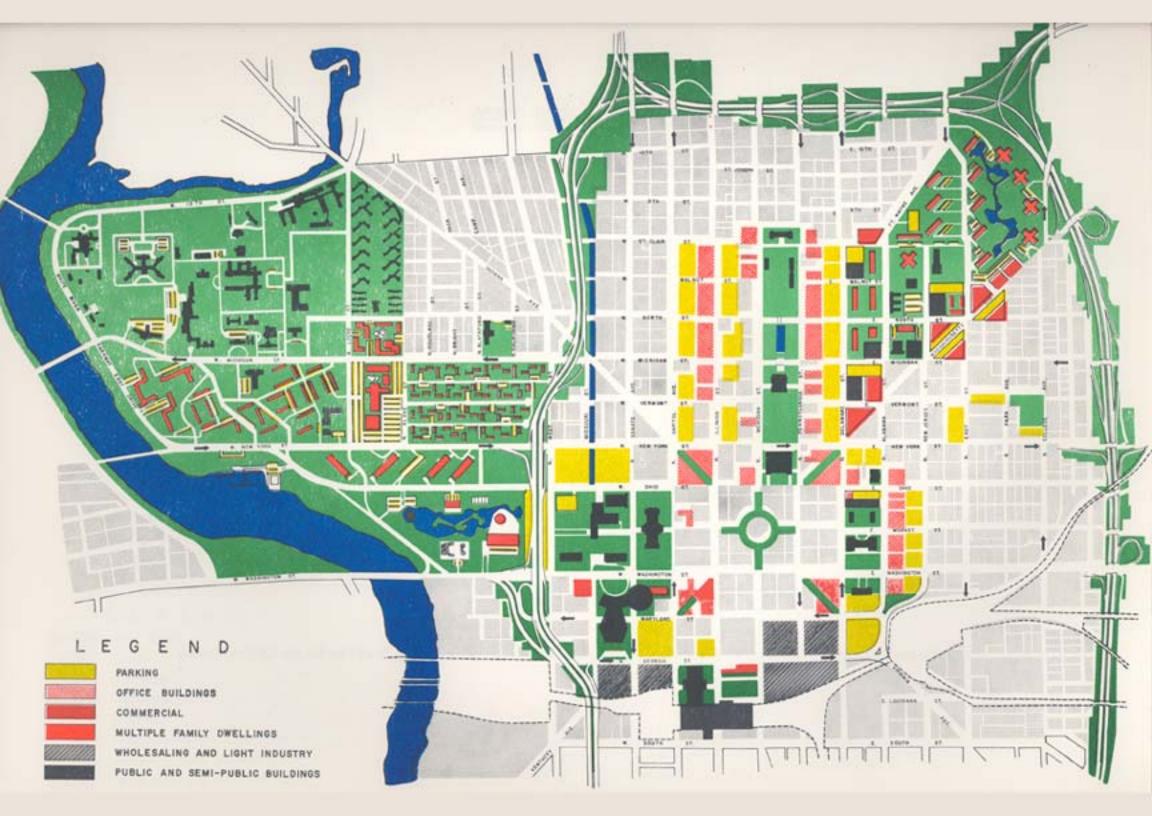
- A. Establish well defined land use districts for community cohesiveness.
- B. Provide an arterial system of one-way streets and a closed freeway loop to relieve traffic congestion in the shopping core.
- C. Provide adequate parking facilities.
- D. Provide a combined transportation center to facilitate movement of passengers, freight and mail.
- E. Promote private owner remodeling and renovation of property and buildings.
- F. Engage in large scale land clearance and rehabilitation of blighted areas.
- G. Provide expanded, compact and stabilized shopping facilities.
- H. Consolidate governmental facilities on the City, County, State and Federal levels.
- 1. Provide civic, cultural and educational facilities which will extend their influence to encompass the entire Metropolitan Area.
- J. Ensure that Indianapolis, the Capitol City of Indiana, symbolizes by its growth the paramount position it holds in the political, economic and social functions of the State and its citizens.

Are these goals and plans merely ideas of a dreamer and not those of a realist? The citizens of Philadelphia, Pittsburgh, Chicago and countless other large American cities think not. Their local leadership is solidly backing similar community enterprises and the fruits of their tremendous planning programs are beginning to become apparent.

Those concerned with planning in Indianapolis should formulate a positive approach to civic beauty. Good design cannot be conceived as a series of isolated groupings, it must be a total concept within which the individual elements have complete freedom, but fit into an over all Design Plan which creates a totality infinitely superior to an accumulation of isolated parts.

To effectuate this plan as finally approved by the Metropolitan Plan Commission is the challenge facing our community. To finalize the individual projects and designs, the Department must have qualified consultants in Architecture, Landscape Architecture, Engineering, and Fine Arts and in many other fields. Architectural competition should be held on a national, as well as on a local or regional basis to insure truly good design. Financial backing will be needed to develop the CBD plan in its drawing stages, to prepare the necessary models and to find appropriate exhibition space. But of equal importance to the financial aspects of the task ahead is that of good leadership.

A Central Business District committee must be formed to exercise the vigorous leadership needed to carry out in a concerted and coordinated way, the tasks and responsibilities that will result in a greater Indianapolis.



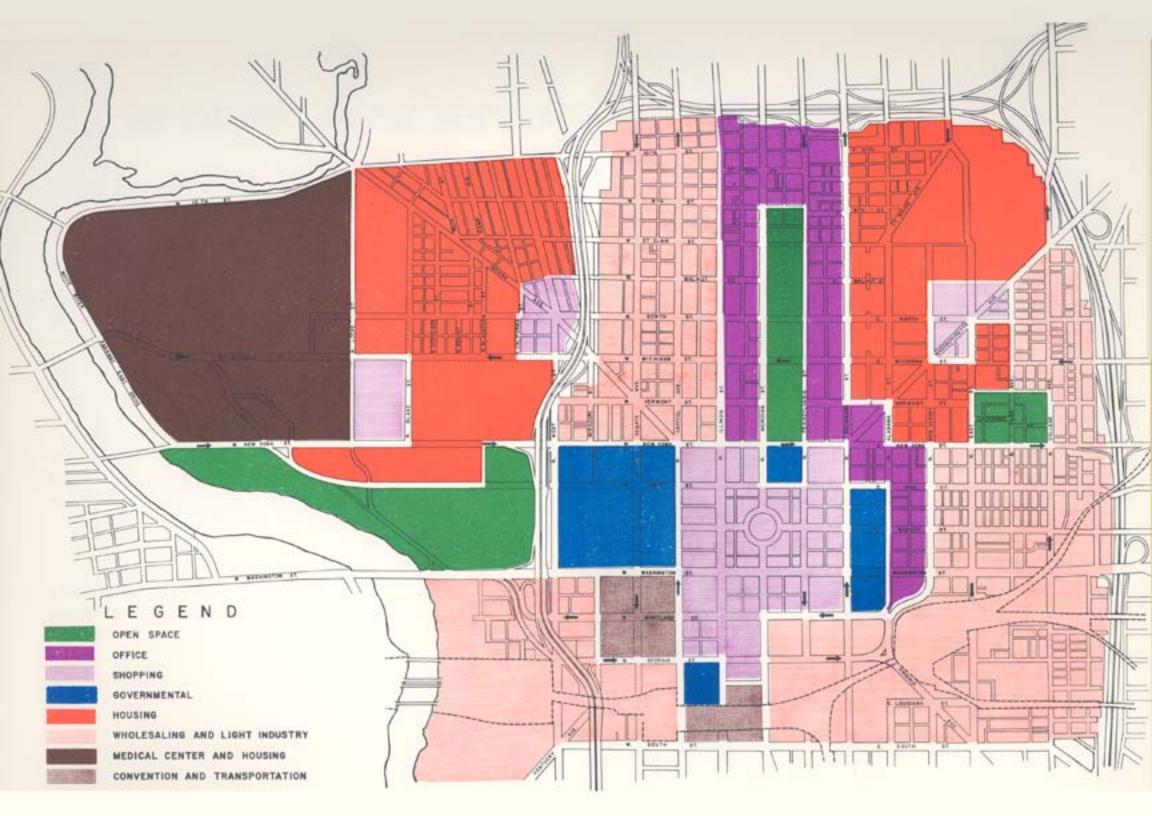
# LAND USE

Land use districts are definable areas within the Central Business District of every city. These districts have come about primarily due to many factors; a mutually advantageous relationship in the areas of transportation, competition for sales and service and tax-property value stabilization.

The success of any design plan relies on clear, definable land use districts, proportionate in size and location to the area and populace they serve. At the present time the land use districts of the CBD in Indianapolis are overlapping, broken and rapidly losing their identity. The disadvantages of these spotted and jigsaw puzzle arrangements are obvious to the business man and consumer alike. It is on this principle of mutual consolidation that industrial parks, civic-governmental office complexes and shopping centers such as Eastgate and Glendale have developed and thrived.

The Design Plan for the CBD recognizes these principles and their applications. On the opposite page is a generalized land use district map illustrating the balance that must be maintained, for example: between housing and shopping, shopping and public open space, open space and offices. As a further example the "wholesaling and light industrial districts" are characterized by a low consumer floor area ratio, high permitted land coverage and maximum traffic and trucking facilities. By comparison the "shopping districts" must provide maximum accommodations for pedestrians, minimum traffic interference and high floor area ratio for consumer services.

The sooner these land use districts are refined and developed, the more advantageous it will be for the CBD as a whole.



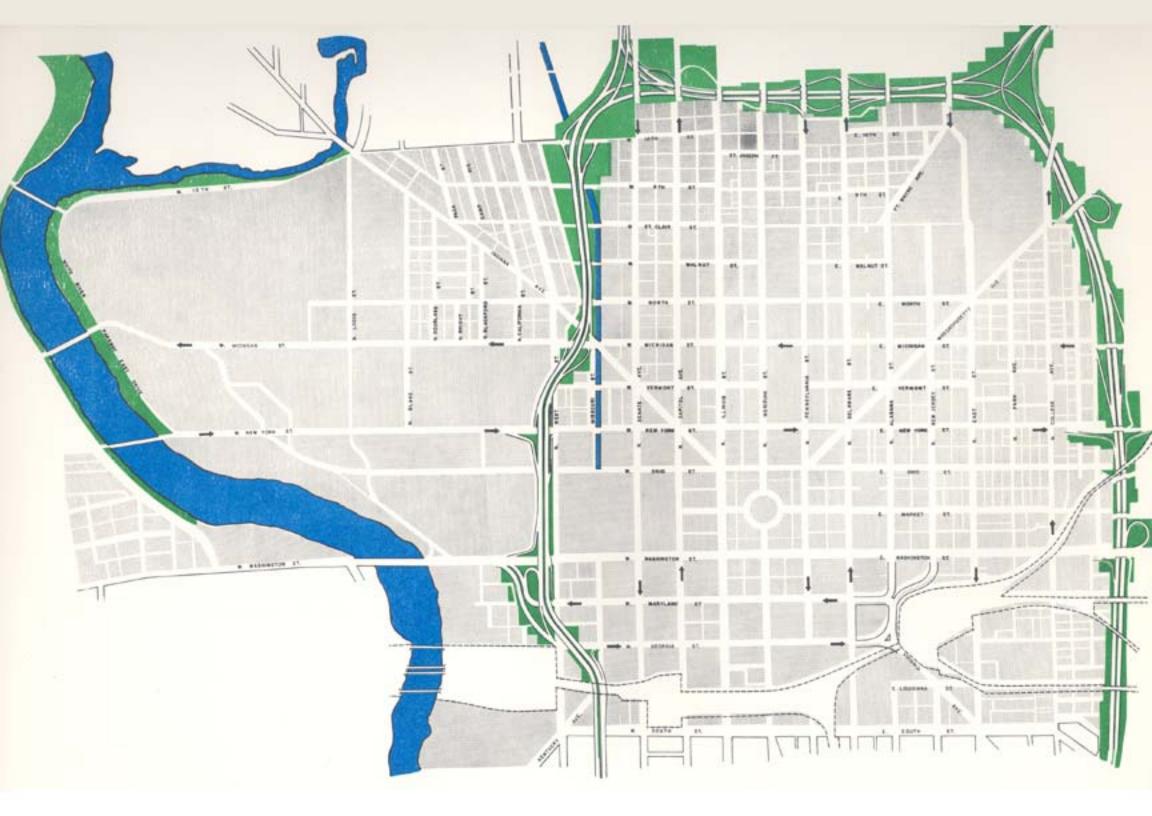
# THOROUGHFARES

Seventy per cent of the traffic that presently traverses the CBD core does not wish to go through this area but is forced to by the present street pattern.

The Thoroughfare Plan on the opposite page has as its major objective the dispersal of this traffic through a series of loop thoroughfares composed of one-way streets and the interstate freeway system. This loop system must be totally developed in order to allow all vehicles to reach their desired location with maximum convenience while keeping all unnecessary vehicles moving around the core area.

In the plans presented for the Federal Interstate Freeway System in Indianapolis, only three-fourths of a loop around the Central Business District was proposed. The Department finds that a complete loop is essential to the downtown area and therefore proposes a "West Leg" of the freeway system which would provide rapid access to the western part of the CBD. The "leg" would directly serve the State Office Building Group, the West Mall, and The Civic Center.

Traffic on Washington Street would be routed south over the proposed Maryland – Georgia one-way system to eliminate through traffic within the shopping core along Washington and Illinois Streets. Illinois Street would revert to a two-way street and Capitol – Senate would become the one-way pair.





# MAP

The Design Plan and accompanying comments, as presented in the previous section, are intended to acquaint you with the approach, ariteria and recommendations of the Metropolitan Planning Department. The Design Plan in reality will be composed of many individual projects, each related to specific elements and designed so as to preserve or create the social amenities, aesthetic climate and functional plan essential to a workable solution.

In order to show the Metropolitan Planning Department's intent, twelve typical projects have been selected for illustration and description. The designs for these projects are not necessarily intended to be final but are presented to show one of many possible solutions.

### The projects are as follows:

Indiana University Medical Center

2 White River Plan

West Mall Development

Civic Center

Parking Facilities

Wholesaling District

Combined Transportation Center

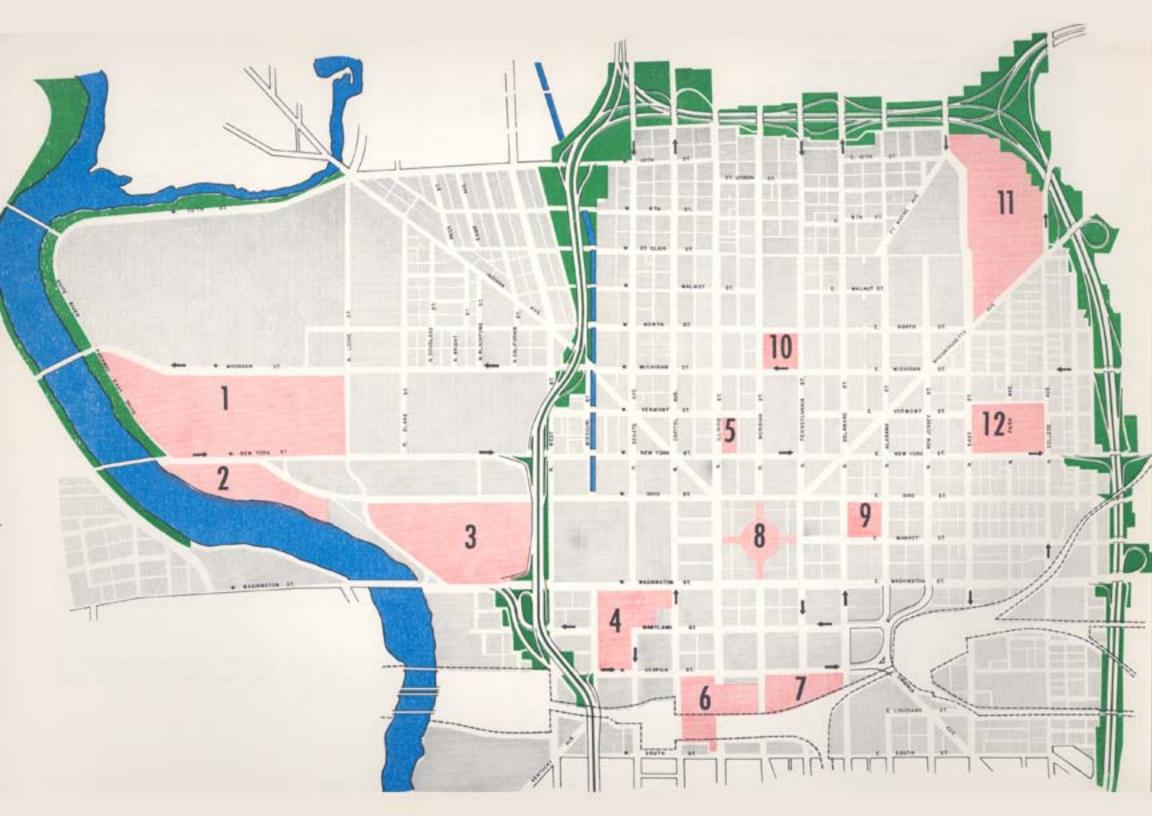
Monument Circle

City-County Building, Market Area

War Memorial Plaza

Northeast Apartments

Lockerbie Fair



# J. U. MED

# CAL CENTER.

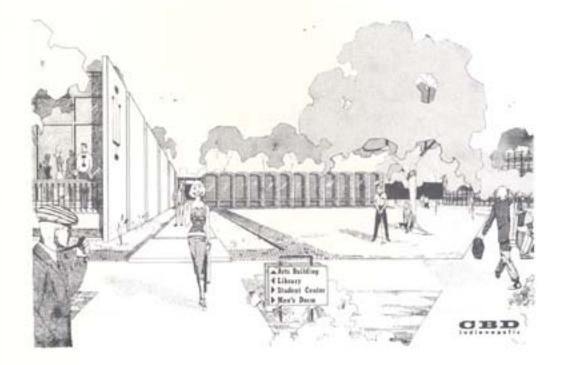
ENTER \* \* On the opposite page are shown two alternate proposals for traffic circulation and land use distribution in the Indiana University Medical Center Area. One map illustrates the proposals included in the C.B.D. Design Plan shown on page five of this report. In this proposal existing New York Street is the south boundary of University development and the area along the river is developed as part of the park system.

The other proposal would remove New York Street from its present location and provide an alternate facility on an alignment coincident with Ohio Street extended to the west. This would provide an extensive area for university facilities including an expanded medical campus and a relocation of the law school and downtown center. Consideration should be given to this area for a combined undergraduate campus for Indiana and Purdue Universities.

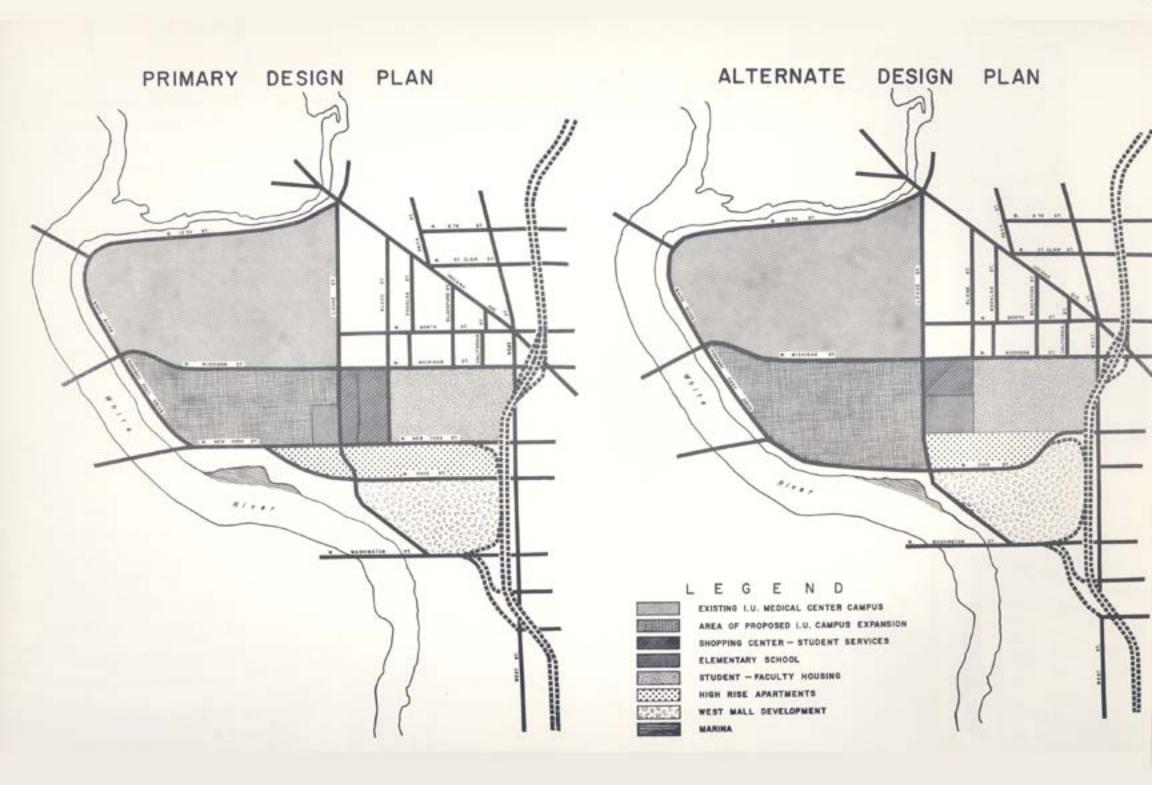
For both schemes the elementary school and shopping center would be located between the university campus, and housing facilities.

To the south and east of the present medical center is a large area of blighted dwellings and scattered commercial and industrial buildings. The Department proposes that this area be redeveloped for housing to primarily serve the university campus. This housing should include row houses, garden apartments, high rise apartments and dormitories for students, faculty and other staff members.

This entire medical, university and housing area would be adjacent to the recreational facilities of the West Mall Development.







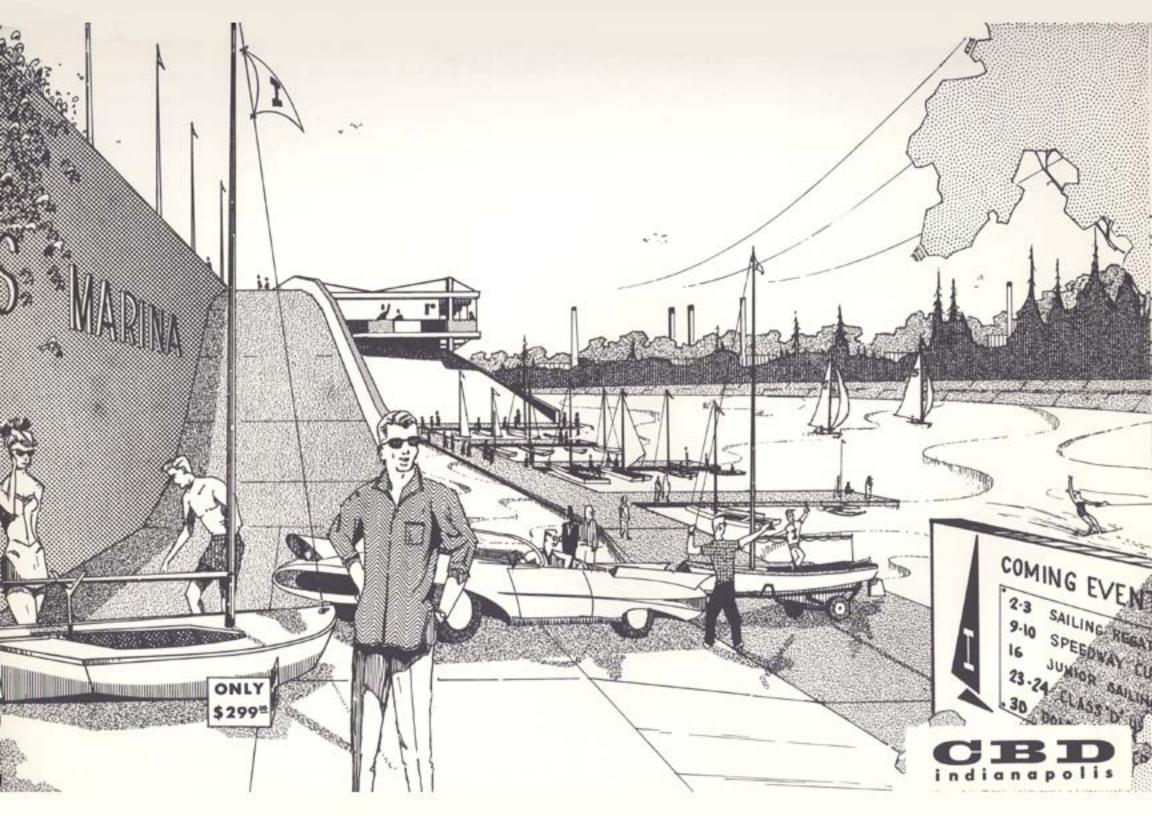


site of proposed marina

PLAN \* \* Ever since the site for Indiana's Capitol was selected, the White River channel has been neglected. This valuable civic asset should be developed comparable to the recreational developments along rivers in other cities of like size. The Department proposes that the river and levees between the Washington Street Bridge and the Tenth Street Bridge be developed into a pleasure boating area.

The White River Channel should be cleared for boating and aquatic activities. The levee should be terraced and grassed to enhance the beauty of the river and provide spectator seating areas for boat races.

In conjunction with the river improvements, a Marina should be built including such services as a boat launching ramp, dockage, sales and service, and rental facilities. A clubhouse and restaurant could be located on the top of the levee along the proposed extension of White River Parkway, East Drive.



# WEST MALI

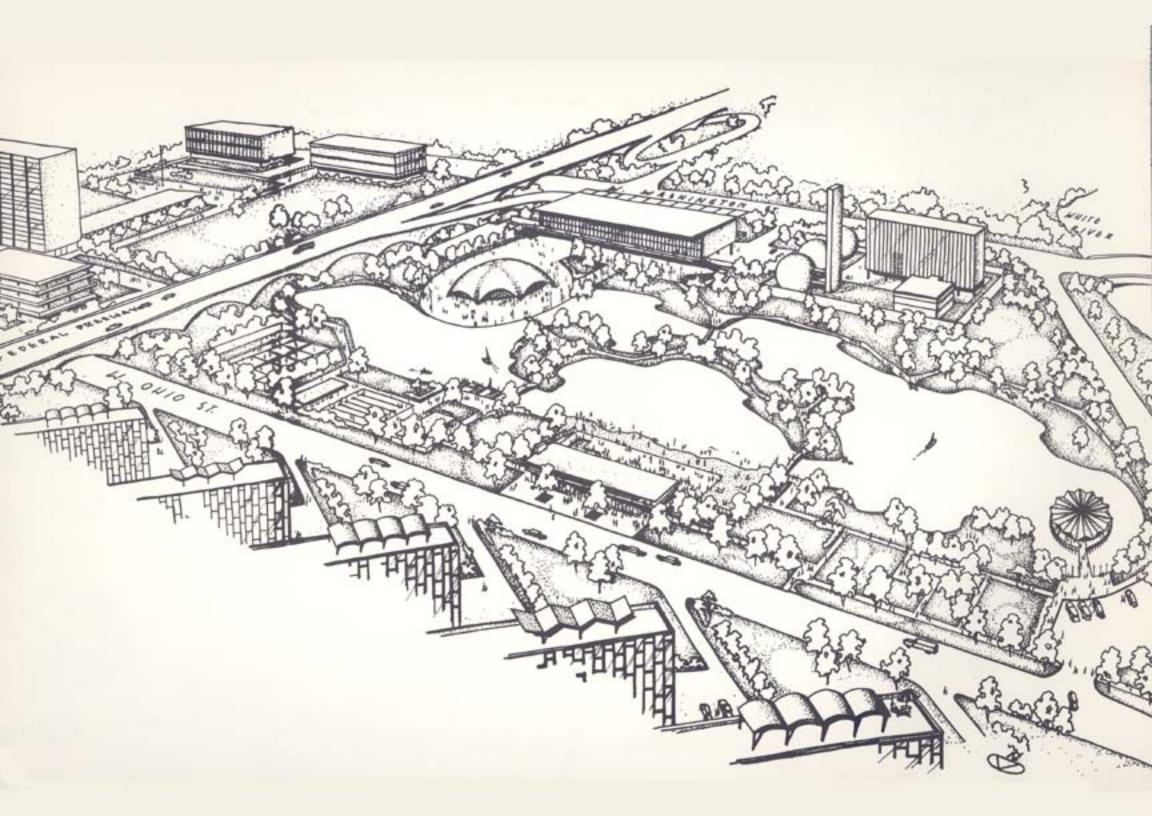
w. washington st.

DEVELOPMENT \* \* Between the Indiana State House and White River lies

Between the Indiana State House and White River lies an area on both sides of Washington Street of dilapidated commercial buildings, warehouses, manufacturing plants and slum housing. This entrance to the CBD from the west has been an eyesore for years. This area must be redeveloped in order to transform the west side of the CBD into a civic asset from its present depressing liability.

Within this area the Department proposes an open park mall, bounded by Washington Street on the south and Ohio Street (extended to the river and connected to White River Parkway East Drive) on the north. Traversing the mall on the west would be the west leg of the Interstate Freeway. The west end of the mall would connect with the White River Park.

This public open space would create increased value for surrounding land which should substantially offset the cost of redevelopment. The area along Washington street would be valuable for large hotels, motels and restaurants which would be close to the State Offices and the Civic Center. North of Ohio Street, extended land would be valuable for tall apartments and ancillary facilities.

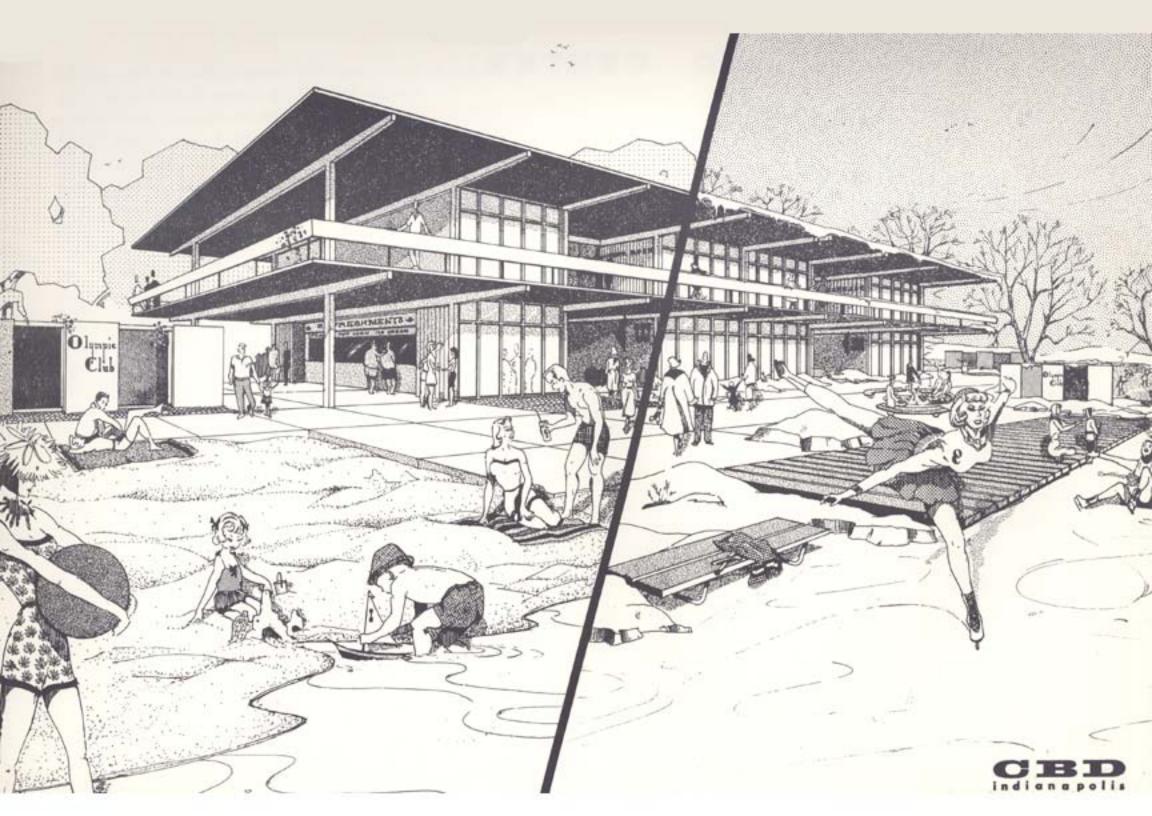


# WEST MALL design elements

The central theme suggested for the proposed Mall between West Street and White River would be a lagoon formed by widening the canal and excavating earth to allow the water to fill an area similar to that shown on the accompanying page. Its function and development could be similar to the pond in the Boston Common or the lake in Central Park, New York.

Facilities related to the lagoon should include pleasant shaded walking trails, sheltered rest areas and a boat rental station. Active recreational facilities should be provided through horseshoes, tennis and shuffleboard courts. A public swimming/ice skating club would provide year around recreational opportunities for the residents of the proposed adjacent apartment buildings and the thousands of shoppers and employees in the Central Business District.

Through intelligent land planning and organization of the land available, the West Mall and adjacent proposed projects would serve as the focus for civic, recreational and cultural activities not only in the CBD but for the county as a whole.



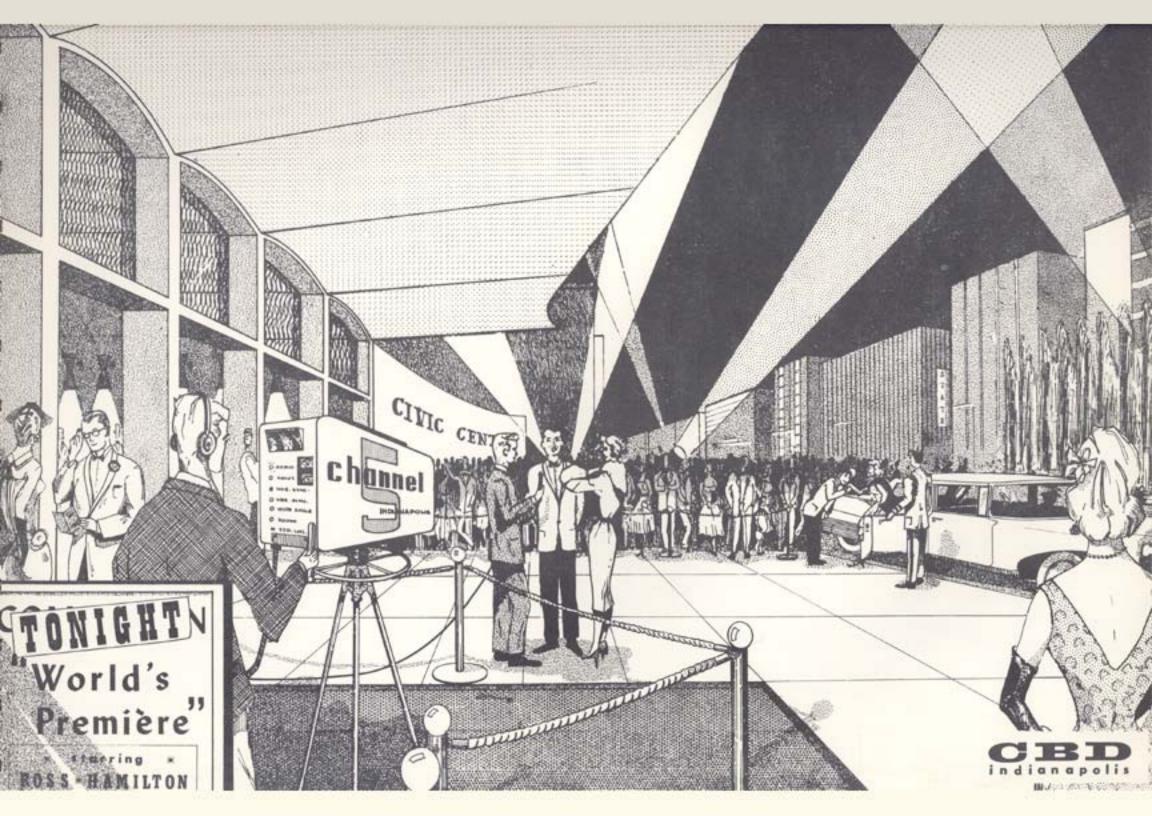


auditorium - exhibition

CENTER \* \* The proposed Civic Center grouping requires a site that is within easy walking distance to all downtown functions, close to transportation facilities, and adjacent to ample parking garages. On the basis of careful analysis, the Department determined that a West Mall site was too far removed from the CBD core. On a more central site, adjacent parking garages could be used by office workers in the daytime, and Auditorium crowds at night.

> An alternate site located within the block bounded by Illinois, Louisiana, Capitol, and Georgia Streets is far too restricted to properly accommodate the Civic Center project of the scale proposed. The Department proposes that this block be used for a new Post Office with a heliport on the roof.

> In the Department's estimation, the most suitable site for the Civic Center is a three-block area bounded by Washington, Missouri, Georgia, Senate, Maryland, and Capitol Avenue. This site is ample to contain all the Auditorium - Exhibition Hall functions, is adjacent to existing and proposed large parking facilities, and is ideally located with respect to the hotel, business, and transportation functions of the CBD core.





FACILITIES \* \* Parking facilities are essential to the future prosperity of the CBD but they must be carefully located. Such facilities, replacing business functions, can destroy the economic pull which draws the customer and business man to the CBD. Since parking facilities are for the dead storage of vehicles which do not in themselves create an economic demand, these facilities must be located on the perimeter of the core commercial district and not interrupt the continuity of prime commercial frontage.

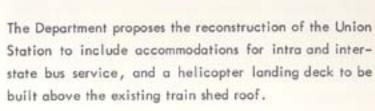
> The Department proposes that the half blocks on the east side of Capital and Illinois Streets and the half blacks on the west side of Delaware, north of New York Street, be devoted primarily to parking.

> The Department further proposes that the entire blocks between Maryland and Georgia to the east and west of the care area be developed as parking facilities. These parking facilities would be surrounded by a one-way street pattern, making them "vehicle islands."

> The accompanying sketch illustrates how future parking garages could be connected to the adjacent office buildings or stores by means of elevated pedestrian walkways.



### TRANSPORTATION COMBINED

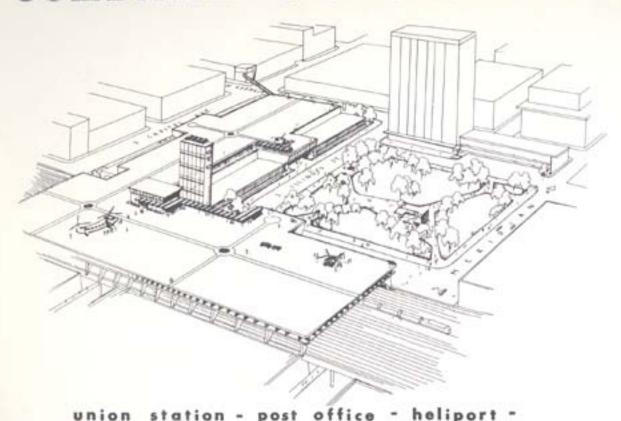


CENTER ...

It is proposed that the Post Office move from its quarters in the Federal Building to a larger, more efficient building on the block west of the Union Station. The site is adjacent to present express mail facilities.

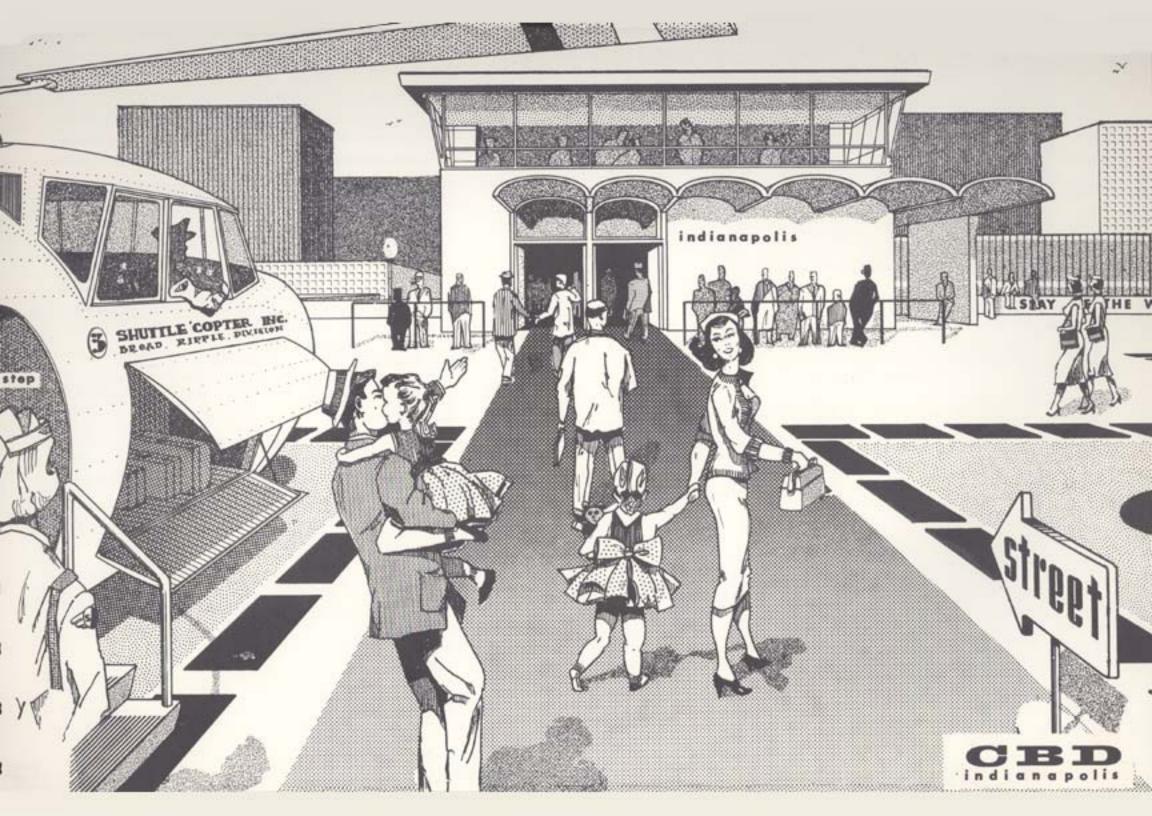
The proposed heliport deck would extend over the Post Office so mail could be flown directly to the airport and to outlying postal sub-stations. Passengers on incoming trains and buses could be flown quickly to any part of town; commuters from towns such as Shelbyville, Greencastle, or Bloomington could be brought directly to the heart of the CBD.

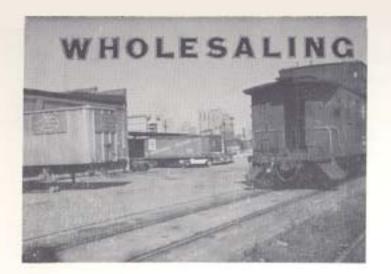
The Severin Hotel is ideally suited for expansion for motor-hotel facilities. The area between the Severin Hotel and the train-bus - heliport station should be cleared and developed as a midtown public open space. This whole area could logically become a centralized transportation, distribution center for Indianapolis.



bus station





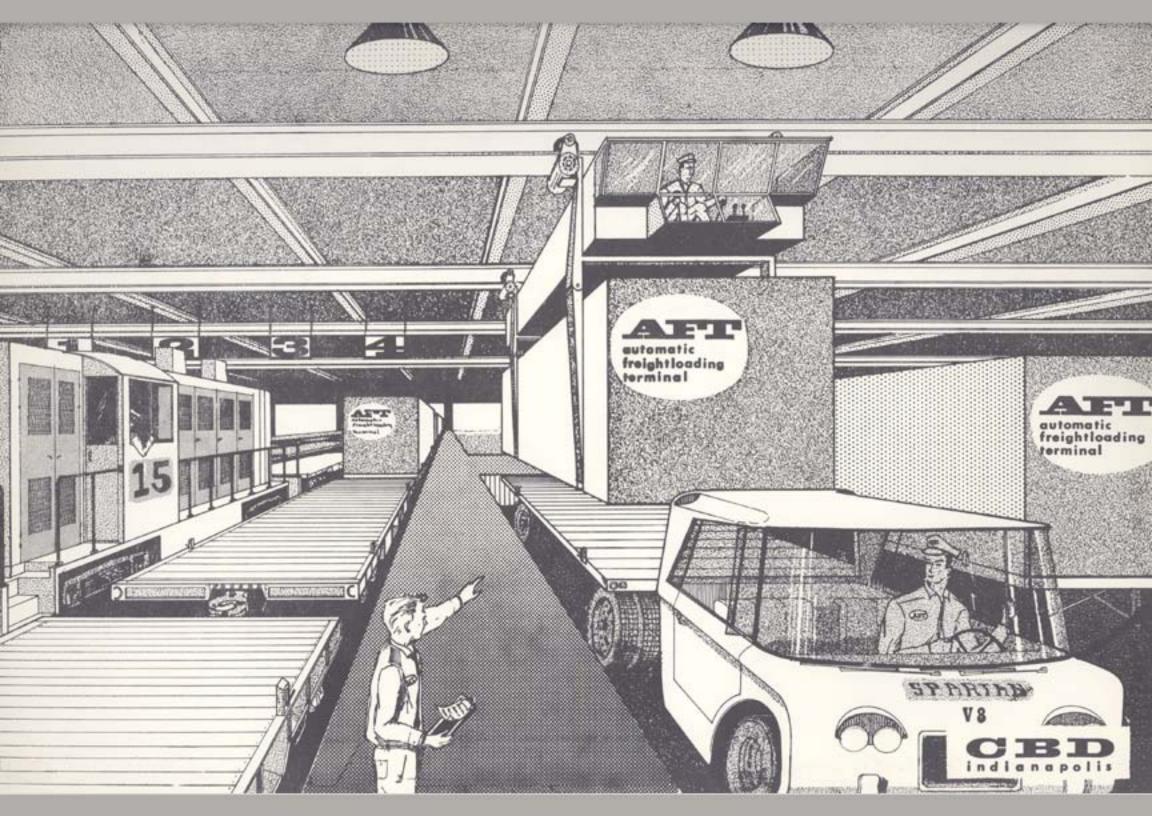


# DISTRICT ...

Between the shopping core and the railroad concentration is an area of old office buildings and warehouses, some vacant or partially vacant. Most of the time during the working day the alleys and streets are choked with delivery trucks because of inadequate loading facilities.

The Department proposes that this area be redesigned and renewed and that new properly designed structures be erected to utilize modern loading and mechanical handling equipment. These buildings must have adequate truck docks, integral parking facilities for employees and visitors, and, where feasible, have facilities for direct railroad to truck freight interchange.

Other areas could be utilized as a "merchandise mart" where various products could be shown in modern, well lighted, show rooms similar to the merchandise mart in Chicago. Indianapolis is an important wholesaling and distribution center and its facilities should be constantly renewed to keep pace with its potential.

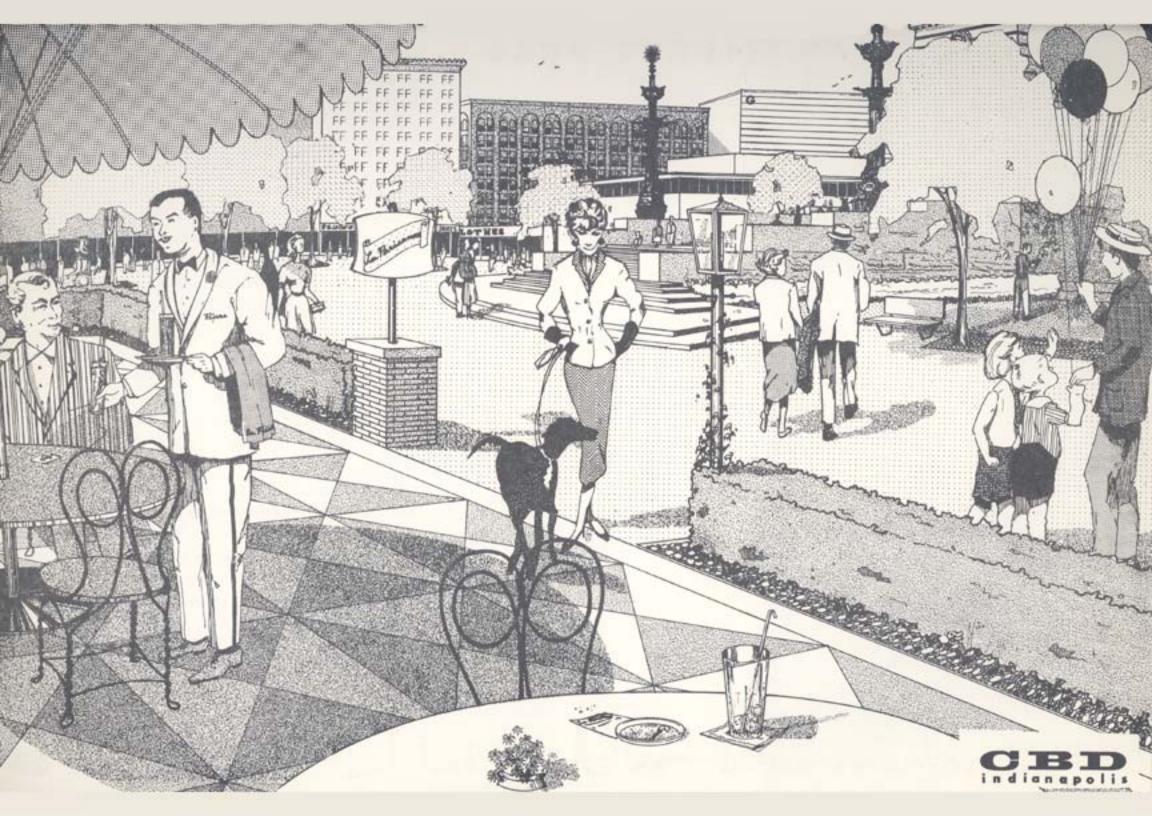




"an island apart"

CIRCLE \* \* Indianapolis is fortunate in having as the hub of its area an open space such as Monument Circle. This is a civic focus of great distinction; however, the space is almost completely denied to the pedestrian for whom it is primarily intended. A vast expanse of pavement filled with moving vehicles separates the crowds on the shopping perimeter from the fountains and shaft in the center. When the freeway loop is completed around the CBD, it is proposed to exclude all vehicular traffic from the Circle, leaving only a lane for emergency vehicles. Busses should be re-routed to other points in the CBD, eliminating the congestion formed by many bus routes converging at the same point.

The Circle area should be restored to the scale of the pedestrian by the judicious use of trees and planting areas. Specialty shops could display their wares outside in good weather, and a sidewalk cafe, art gallery or other new facilities would provide the shopper and office worker with delightful diversions.



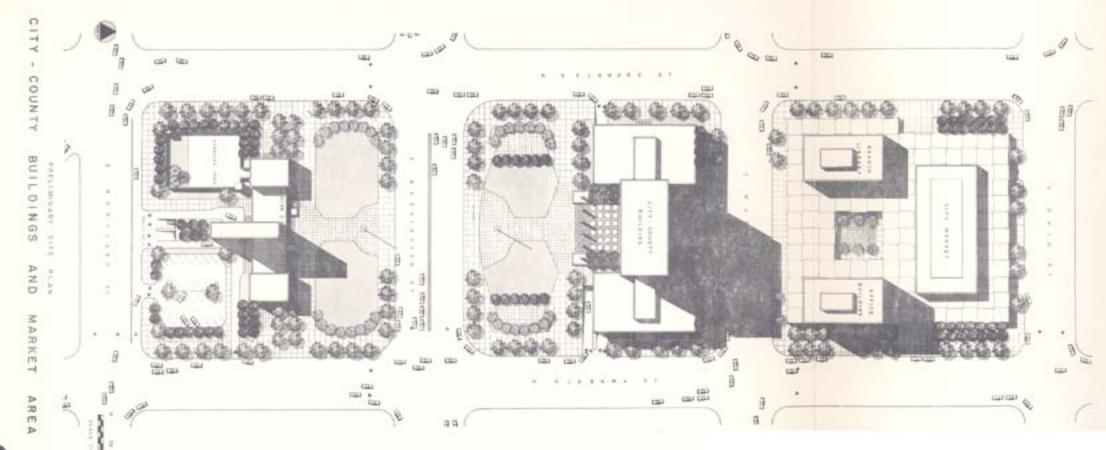
## MARKET AREA..

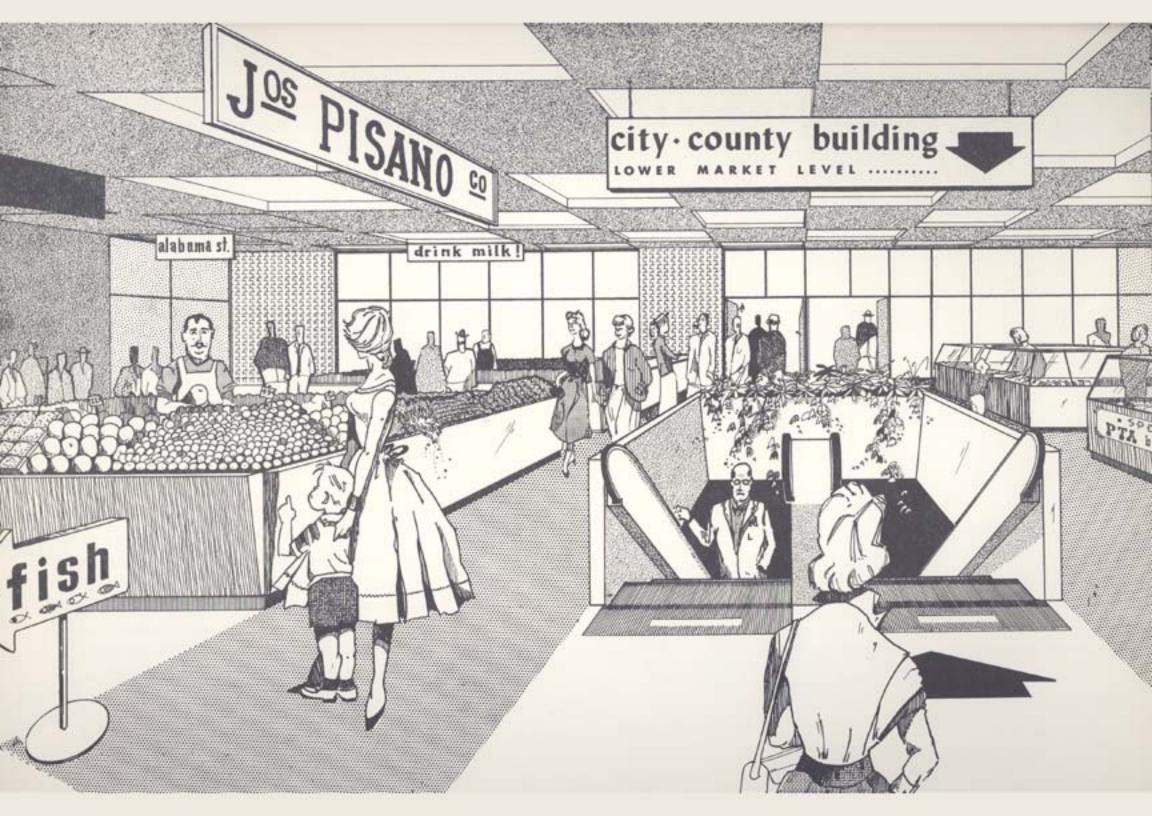
The City-County building will become reality by 1961.
The blocks north and south of this proposed building should be redeveloped in keeping with this new public structure.

The Department proposes that a new, more efficient, more colorful City Market be built on the north half of the block occupied by the present Market. On the site of the present city market a new office building, shops and public facilities should be developed to compliment the new City-County Office Building.

In the design of the market and its related buildings use should be made of natural light and bright gay colors which would give a festive atmosphere for the market shopper.

The Department recommends that the entire block south of Washington Street across from the City-County Office Building be redeveloped for a new county Jail and related parking. It would be a civic injustice to retain the commercial eyesores on the south side of Washington Street across from the new City-County Office Building.





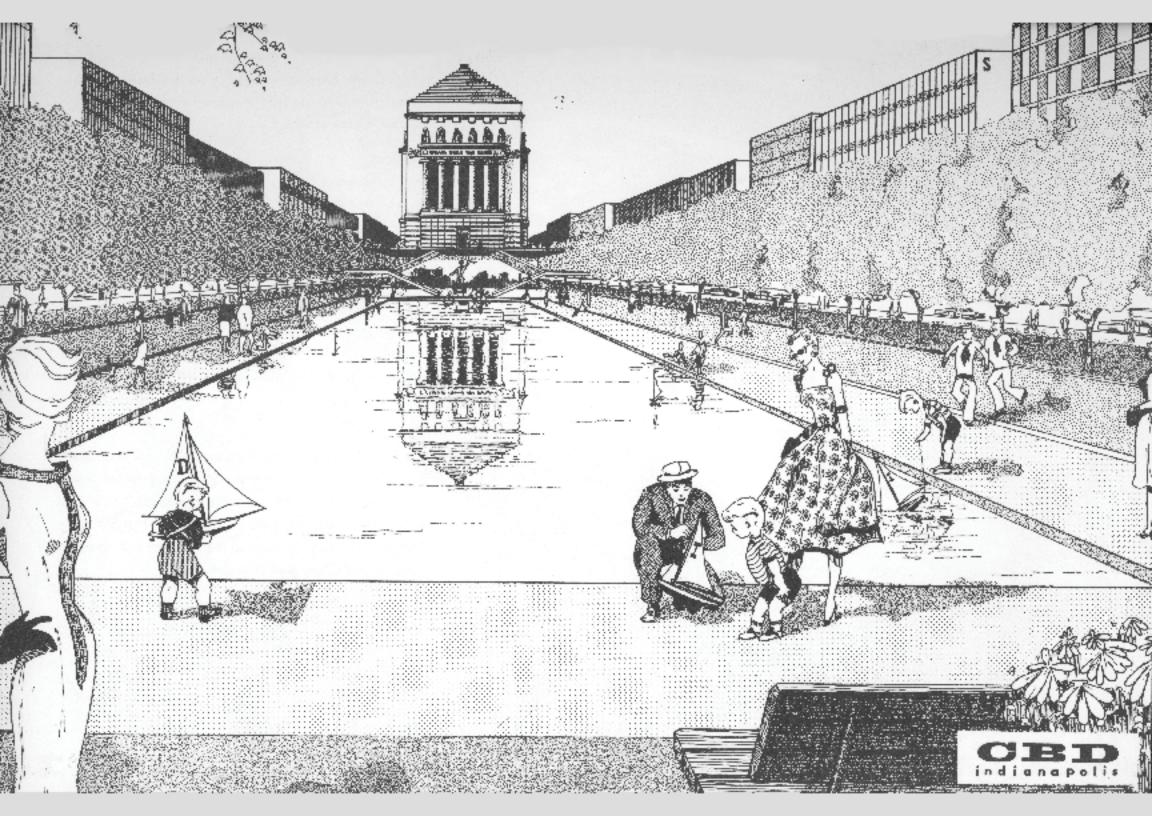


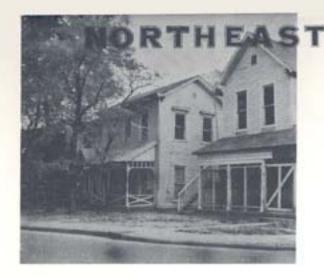
LAZA = The War Memorial Plaza Area consists of the five and one-half blocks from Ohio Street to the Public Library.

The War Memorial itself is a Neo-Classic structure located near the center of this plaza. Immediately north of the War Memorial is a black marble Obelisk and a fountain which is rarely used, both protected from the casual stroller by an acre of asphalt paving.

These two squares, in contrast to University Park, are beyond any relation to the pedestrian so that the whole effect of a green space in the city is lost. Other cities are now spending millions of dollars to create pleasant open spaces and yet we have one which is not being used properly.

The Department proposes to return the plaza to the pedestrian and unify the entire five and one-half blocks by intelligent re-design. The Department proposes that: Vermont Street be closed to tie University Park to the War Memorial, the Memorial platform be elevated over Michigan Street for safe pedestrian access to the park, and a tunnel under North Street be built for access to the American Legion buildings and the Library. Along Meridian and Pennsylvania Streets a five-story minimum building height restriction should be imposed which would provide the "walls" necessary to make the plaza "floor" read as a unified area.





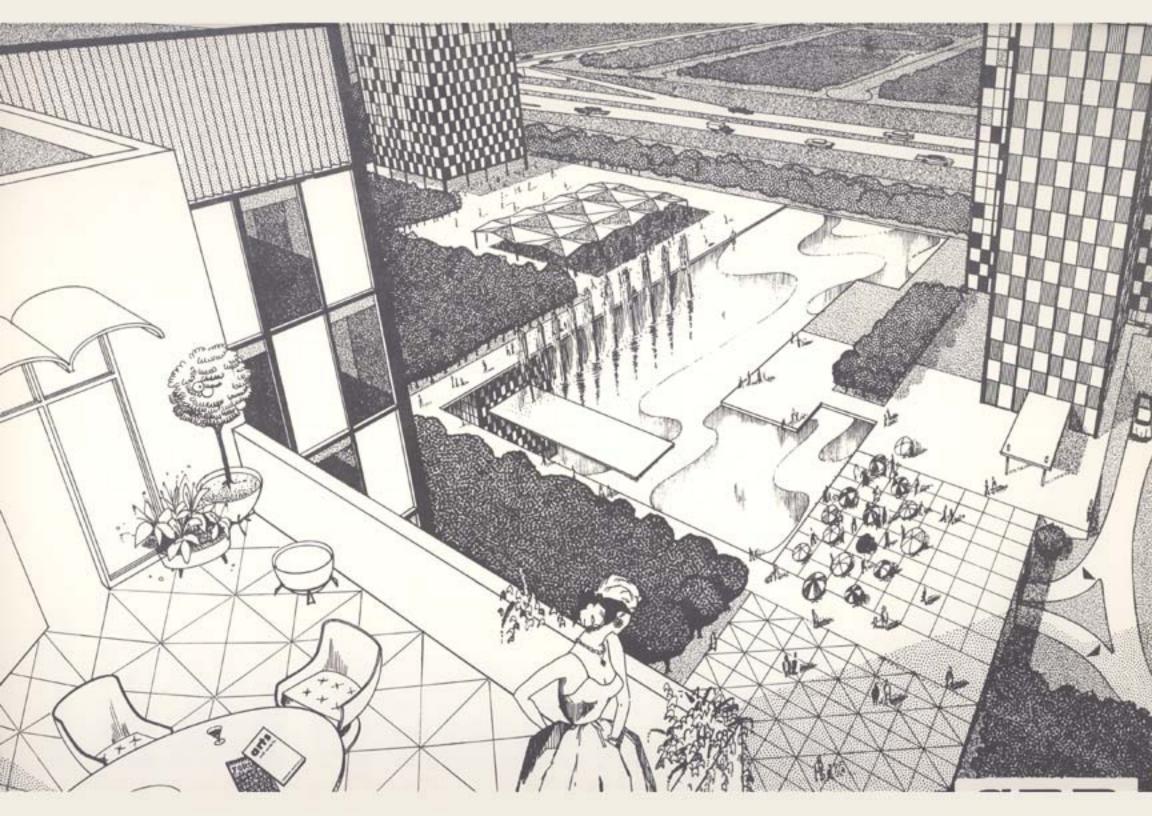
## APARTMENTS

■ Northeast of the CBD lies a vast blighted area. Some of this area will become enclosed in the downtown area by the east and north sections of the Federal Interstate Freeway as it loops around the CBD.

The Department and the Redevelopment Commission propose that this ideal location be redeveloped for mid-dle and upper income apartment buildings. The demand for close in apartments is growing, yet there are few high-quality apartments near the center of the city.

The older retired couple whose children have grown, the young couple and single employed person often desire a high quality apartment close to shopping and the center of the city.

The Department proposes a group of high rise apartments in the eastern part of the area with a series of lower units interspersed. Parking garages, a shopping center, and a school are included in the area. The College-Central One-Way System and the Freeway will provide ready access to any part of Indianapolis.







"Make no little plans, they have no imagination to stir men's blood. Make big plans, aim high in hope and work remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever growing insistency. Remember that our sons and grandsons are going to do things that will stagger us. Let your watch word be order and your beacon beauty."

-- Daniel Burnham

# EPILOGUE

Now that you have studied the general design plan through illustrated experimental projects and see what can actually be done, we urge that you remember one primary fact.

The future of Indianapolis lies with you!

You, as one of its citizens, must share the consequences of its growth or its decline. This city's future can be characterized by apathetic, disassociated and piecemeal development or it can be of city, county and state wide concern marked by collective intelligent leadership and planning.

### THE FINAL DECISION IS YOURS!

### MARION COUNTY METROPOLITAN PLAN COMMISSION

### 

Horace E. Abbott
Willard A. Barney
Patrick J. Barton
Irwin W. Cotton
Mrs. W. B. Currie
Greyble L. McFarland, Jr.
Frank J. Unversaw
William H. Williamson

### BOARD OF ZONING APPEALS

### PLANNING DEPARTMENT STAFF

Calvin S. Hamilton . . . . . . . . Executive Director

Betty Crabtree William B. Patrick Gobel T. Davis Phillip W. Pettit Patricia Eisert Wendell W. Phillips Martha J. Foltz Herbert D. Smith Larue C. Stout Earle H. Franke Joan Hawk Ernest T. Strumfs Emma M. Hankins Ferdinand R. Vogelgesang Barbara J. King Donald J. Ward James R. White Raymond O. Lee Joretta J. Wilson Louis C. Long George W. Mahone William E. Wise

### PRINCIPAL STAFF RESPONSIBILITY FOR REPORT

PLANNING Wendell W. Phillips Donald J. Ward

> PUBLISHING Louis C. Long

### CENTRAL BUSINESS DISTRICT REPORT

The following persons and organizations deserve special thanks for their contributions of graphic materials.

L. S. Ayres and Company Joseph Cezar A.I.A. Don Clark A.I.A. Harry Cooler A.I.A. Robert Lavelle Indianapolis News Indianapolis Star